DOCUMENT RESUME

ED 098 680 EA 006 518

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TITLE	Accountability: Who Builds the System That Works?
PUB DATE	30 Apr 74
NOTE	33p.; Speech given before New York Association for Supervision and Curriculum Development Annual Meeting (24th, New York, New York, April 30, 1974)
EDRS PRICE	MF-$0.75 HC-$1.85 PLUS POSTAGE
DESCRIPTORS	Academic Achievement; *Educational Accountability; Educational Assessment; Elementary Secondary Education; Evaluation; Management Systems; *Performance Criteria; Program Budgeting; *Program Evaluation; Program Planning; *School District Autonomy; *State School District Relationship; Statewide Planning; Systems Approach; Teacher Evaluation
IDENTIFIERS	*Illinois

ABSTRACT

It is possible for a district to develop a system of accountability that defines appropriate roles for lay citizens, pupils, teachers, administrators, and the board of education. It is not necessary for accountability to be imposed from the State level through mandates requiring Statewide assessments, competency-based teacher certification plans, pre-manufactured planning and evaluating formats, and the like. What is needed from the State level is expertise, money, and help in training members of the teaching profession to plan and evaluate more systematically what they are doing. It is ultimately teachers and administrators at the building and district levels who, with the help of lay citizens, build accountability systems that work. (Author/WM)

ED 098680

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ACCOUNTABILITY: WHO BUILDS THE SYSTEM THAT WORKS?

by

EUGENE R. HOWARD

Presented to the

New York Association for Supervision and
Curriculum Development

EA 006 518

Hotel Concord

April 30, 1974

ACCOUNTABILITY: Who Builds the System that Works

Eugene R. Howard

Some four years ago, when I was Associate Superintendent for Instruction in San Francisco, my counterpart in charge of business affairs and finance asked me what I thought we ought to do about PPBS. My response was that maybe if we ignored it, it would go away.

Well, of course, it did not go away - it grew and flourished, at least for a while, in the State of California. The movement culminated in an oppressive piece of legislation called the Stull Bill, the intent of which was to measure the progress of students against an established standard and then judge the competence of a teacher against his students' performances.(1)

The latest report I have on what has happened to PPBS and the Stull Bill in California is that at least that particular approach to militarization of an educational system has been successfully subverted by professional associations and by school administrators. School administrators, as you know, are notably adept at meeting unreasonable requirements of State Departments of Education by artfully combining fact and fiction on the required report forms.

John Goodlad, a well-known Californian, speaking recently in Illinois, stated outright that "the accountability movement is dying."

That may be too strong a statement. Recent legislation in Florida, for example, provides for the development of both goals and performance objectives for pupils at the state level, monitoring of pupil achievement through a statewide testing program, mandating that assessment data be made public by each school, and mandating that each school develop and make public an "Annual Report of School Progress." This report,(2) according to guidelines distributed

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(1) See State of Florida, Department of Education, "The Role of State Government in Education," 1973, 9 pp.

(2) See State of Florida, Department of Education, "Annual Report of School Progress - Guidelines - Revised," 1973-74.

by the State Superintendent's Office, is to provide the public with a wide variety of information about the school, including how well the pupils did on the statewide assessment, the schools' goals, and the plans the school has devised to achieve these goals. The purpose of the Annual Report of School Progress is defined as being twofold -- (1) "to inform parents and interested lay citizens as to the yearly achievements of the school and (2) to serve as a planning and management document for school and district level decision-making.

Assistant Superintendent of Broward County, Florida, William McFatter[1] summarized what has happened as follows:

"To a degree that I am afraid is not widely appreciated, the legislature enacted a management system in this State. All of the components of a Program Planning, Budgeting, Evaluation System have been enacted into law and they are there with time frames within which the State Department of Education and local districts must achieve implementation."

So far as I can determine there has been no effort to link the new funding formula to the statewide assessment. It does not appear to be the intent of the legislation either to penalize or reward schools which do not produce pupils who do well on the statewide tests.

In Michigan, the State Department of Education is working on an accountability model consisting of six steps:[2]

1. Identification of common goals.
2. Designing of performance objectives consistent with the goals.
3. Assessment of needs which must be met to achieve the objectives.
4. Developing "educational delivery systems" in light of what the assessment tells us.

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[1] In a statement made November 30 to "Subcommittees of the House and Senate."

[2] Michigan Department of Education, "A Position Statement on Educational Accountability," 1974, 9 pp.

5. Evaluation of the delivery systems, and

6. Recommending improvements based on the above.

On the surface, these steps appear to be fairly reasonable. This is the kind of system many of us have gone through for years as we apply for our Title I and Title III grants and such. That's on the surface. I was, however, talking to a Michigan principal just last week who told me that he now receives from his state office, performance objectives and state-designed tests in reading and in math. He is required to give the state-designed tests. Last year Michigan launched a statewide assessment project.

From my copy of one of their recent assessment reports[1] I can learn a number of interesting details -

For example:

1. That, as compared with other districts in the state, Detroit is in the 99th percentile in regard to its dropout rate.

2. That it ranks in the first percentile regarding its 7th grade pupils' basic skills achievement.

3. That the socio-economic status of Detroit pupils, as estimated by the pupils, places them in the second percentile, and

4. That the average salary of Detroit teachers places the district in the 97th percentile.

The stated purpose of the report is that it is to contribute to "informed decision-making throughout the state."

It is my understanding that the NEA has asked for an assessment of the assessment program. If so, I hope someone is asked to define clearly what state level decisions will be rendered more rational through the use of such data. As

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[1] Michigan Department of Education, 1971, "Local District Results - Michigan Educational Assessment Program," 176 pp.

the document now stands it contains a mass of answers unrelated to any questions. At any rate, I understand that the assessment results are not being generally distributed this year. For some reason they seem to have become controversial.

Here in New York I understand that something important is happening regarding state mandated accountability - but I haven't been able to find out what it is. At any rate ASCDers I've talked to don't seem to be too worried about it.

I have found out one thing though. New York is, as far as I know, the only state in the union with its own Inspector General of Education - a kind of state employed Ralph Nader.

It is unique that your state has found it necessary to hire someone to criticize your schools. All the other states have been able to find plenty of volunteers to do that job.

In Illinois we have two things going for us - (1) the lack of any legislation mandating any specific accountability system on local districts, and (2) a State Superintendent, Dr. Michael Bakalis, who in his own office gradually shifted the emphasis from regulatory to supportive functions.

We <u>have</u> enjoyed, for the past two years at least, the benefits of a "fiscal responsibility law," which provides funding to enterprising districts which desire to develop model programs in program budgeting and in educational planning. This is a good law because it supports instead of mandates and because it assumes that the ideal planning and accountability system does not yet exist but must be developed. The Urbana School District, with which I am associated, is one of seven pilot districts charged with the task of developing a system which will work. Our project is to develop a system of program budgeting and accountability which places the basic responsibility for educational decision-making, not at the state, regional, or district level, but at the building and program level. We are seeking in our district to convert what

was originally designed as a set of tools to centralize control of education at the state level into a set of tools designed to decentralize decision-making within a district. During the last half of this speech, I will give you a report on how we intend to accomplish this.

I have said that our legislature has not mandated accountability. Our State Superintendent's Office has, however, required that each district begin the process of educational planning at the local level. Each district is to begin work on a district plan which includes six components very similar to the Michigan components: (1)

1. Statement of local district goals.
2. Development of an Inventory of Local District Needs.
3. Developing performance objectives related to the District Goals.
4. Designing programs to accomplish the objectives.
5. Developing an evaluation system related to the objectives.
6. Developing a plan to report the contents of the plan to the public.

In overall design, the Illinois approach sounds a lot like the Michigan approach. The basic difference is that in Illinois, at least at this time, there is a commitment to place the responsibility for planning and assessing local school programs at the local, not the state level. The role of the State Office is to offer material and personal support to local districts as they proceed.

Before I describe the Urbana program, I would like to offer a few observations on the PPBS - accountability movement generally.

Historically the roots of the current movement towards accountability go back at least to the beginning of this century - to a time when American

(1) See State of Illinois, Office of the Superintendent of Public Instruction, "Guidelines for Local District Educational Planning," January, 1973 and February, 1974.

industry had grown to a degree of complexity that bureaucratic management techniques had to be developed. Herbert Kliebard,(1) writing in the A.S.C.D. Yearbook in 1971, describes how the "scientific management" theories of Frederick Winslow Taylor, which were designed to improve the efficiency of complex industrial organizations were translated quickly into educational management theory by such individuals as Ellwood P. Cubberly and John Franklin Bobbitt.

Cubberly,(2) for example, in 1916, is quoted as saying, "Our schools are, in a sense, factories in which the raw products (i.e., children) are to be shaped and fashioned into products to meet the varying demands of life. The specifications for manufacturing come from the demands of twentieth century civilization, and it is the business of schools to build its pupils according to the specifications laid down."

I submit that Cubberly would be delighted with some of today's proposals for PPBS and accountability.

Isn't it fortunate that the results of B. F. Skinner's work have become available <u>after</u> Cubberly's time? With more thorough systems of conditioning such as our modern-day "behavior mod," Cubberly and his colleagues might have succeeded in making schools completely like factories instead of only partly like them.

Frederick Taylor is also described as believing that the organization member is an "instrument of production which can be handled as easily as any other tool, provided that one knows the laws of scientific management."(3)

The essence of scientific management, as seen by Taylor and his colleagues, was the fragmentation and analysis of work and its reordering into the most efficient arrangement possible.

"If a man won't do what's right," Taylor argued, "make him."

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(1) See Kliebard, Herbert M., "Bureaucracy and Curriculum Theory," Ch. 4 in the A.S.C.D. Yearbook, <u>Freedom, Bureaucracy, and Schooling</u>, ASCD, Washington, D.C. 1971.

(2) Ibid. p. 75.

(3) Ibid. p. 77

The tool of manipulation and control suggested by Taylor was job analysis, the setting of individual work quotas, and the fixing of pay rates directly to the individual's output as measured through a system of output units.

Taylor would be delighted with the current trend in education such as the fragmentation of the curriculum into bite-sized "work units," the setting of "performance expectations" for individual students, and the use of artificial incentives such as grades and award systems to manipulate pupils through the units.

Franklin Bobbitt,(1) along with Cubberly, working in the 1920's was one of the principal translaters of Taylor's theories into educational administration and curriculum theory.

Bobbitt proposed that adult activities be carefully analyzed, and that curriculum objectives and units be developed to prepare children to become effective adults.

Fortunately, Bobbitt changed his views a few years later. In 1924, however, he would have applauded the work of today's W. James Popham, who as you well know, has established an "Instructional Objectives Exchange" at UCLA. Had Bobbitt had the advantage of what we know now about computer assisted instruction and how to write behavioral objectives, he might not have given up so soon, and we might have had a translation of Taylor's industrial model into curriculum 50 years ago.

It would seem that this is one of many instances in the history of American education in which we were saved by our own inefficiency.

For more historical background of the accountability movement, I urge you to read, or re-read, Kliebard's chapter in the 1971 ASCD Yearbook. It is a gem.

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(1) Ibid. p. 88.

Modern proponents of the ancient principles of manipulative, efficiency-centered management now seem to be on the verge of succeeding where the reformers of the 20's failed.

As I have already pointed out, we have some tools that they lacked. We not only know how to write behavioral objectives which can be accurately measured, we also can computerize such objectives and the learning assignments and the testing which go with them. We can classify objectives as cognitive, affective, and psycho-motor. Behavior modification techniques, originally designed for inmates of insane asylums, are now available for anyone. One school district is even teaching kids how to use behavior mod on their teachers.(1)

Modern business and industry have shown us how to draw up pert charts which will result in each component of a complex mechanism being available to a project at exactly the right time. We have also learned, since Taylor and Cubberly's day, how to develop complex program plans which work - to set long-term and short-term goals and objectives, analyze and neutralize restraining forces through force field analysis, analyze and predict the results of alternative paths of action, and develop action plans which define responsibilities, objectives, costs, and time lines.

We have computers which can help us manage systems of immense complexity. These systems can be directed towards sending a NASA crew to Mars or towards managing complex, individualized learning systems.

In short, we now have the tools available whereby we can, if we wish, succeed in applying a scientific management model to education.

The management experts of the 70's have given us the management tools.

The technologists have given us the technical tools - most notably the computer.

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(1) See Gray, Farnum, "Little Brother is Changing You," Psychology Today, pp. 42-46.

The behavioral scientists have given us the psychological tools with which we can now manipulate human behavior to an extent never before imagined. Their allies, the drug manufacturers, have given us an arsenal of behavior-affecting and attitude-affecting drugs we haven't even started to use yet on any large scale.

Curriculum designers have now devised techniques whereby we can fragment the curriculum into small, manageable, measurable pieces.

Legislatures are now demanding - "Put all of what we now know together and turn out a better product. We need to know what we are getting for our money."

Given the above situation, then, what is stopping us?

Two things, it seems to me:

1. Our own inefficiency, and
2. Our conscience.

It is perhaps fortunate that today in the 1970's we do not have a national, unified educational system such as is characteristic of the People's Republic of China and the Soviet Union. Given such a unified system, we might have long ago imposed a national curriculum, a system of national examinations, and a common political ideology to be promulgated by the schools.

Such decentralization of control as remains today in American education is now being eroded away. As financial support of education shifts from local to state and federal levels, control will inevitably follow. I am fearful that our happy state of inefficiency is now being threatened. The time may soon come when we will all be mandated to become like General Motors and to consider pupils as units of production or else our money will be shut off. With increased centralization of authority, especially at the state level, we may soon be forced to use our new knowledge in ways which will dehumanize education.

Our collective conscience, however, as a profession, may not erode quite so easily as will our power base.

The case for humanistic education is a compelling one - supported by research and accepted widely by our profession. ASCD continuously demonstrates its commitment to the principles of humanistic education. The 1970 Yearbook was devoted to that topic. A recent New York ASCD Convention dealt with the topic.

In San Francisco during a public, televised meeting at which the Board of Education and several influential citizens were discussing a proposed master plan for the school system, a number of speakers had referred to ways we could improve the "products of our school system." Finally a student stood up, in a loud voice demanded the attention of the group, and said something like this:

"I wish to protest that my fellow students and I are not products and we resent being treated as if we were. We are human beings and we have feelings, emotions, and ambitions. We are not all alike. We know that we have a lot to learn. We want to learn. But we refuse to be processed."

More and more professional educators are agreeing with the sentiments expressed by that pupil.

We are experiencing, I believe, a mini-movement in education towards greater humanization of the school. I have been working, for the past six years with a non-profit foundation established by Mr. Charles F. Kettering II, called "CFK Ltd." This organization, which might be described as a loose consortium of forty-five school districts, has been exploring ways whereby systematic planning and accountability techniques can be utilized towards making schools and school districts more fit for human habitation.

Together we have developed tools and techniques for diagnosing school climate in humanistic terms, for organizing a faculty into program groups for improved planning, and for linking organizationally an educator's self improvement plan with his desire to improve educational programs.

Time does not permit me to describe these tools this evening. I might mention, however, that a pamphlet on school climate improvement is to be published within a few days by Phi Delta Kappa. This pamphlet, authored by the late Dr. Robert S. Fox and a group of CFK Ltd. Associates, contains instruments for measuring the growth of a school's climate towards more humaneness.

Other tools and papers are available from the Nueva Day School and Learning Center, 6565 Skyline Boulevard, Hillsborough, California 94010. You are invited to send for a catalog.

Many other examples of the mini-movement towards humanizing schools can be cited:

- The spread of what has been termed "open education" - a form of education which places great emphasis on learner options.

- The growth of the free school movement, which is characterized by a rejection of the control assumption of PPBS - that the school is responsible for educating the child.

- The rapid growth of teacher, lay citizen and student participation in planning and decision-making.

- The development of the school without walls concept.

- The trend towards self-evaluation both for educators and pupils.

- The trend away from giving letter grades, providing rank-in-class lists, and pinning humiliating labels on pupils such as "slow learner," "mentally handicapped," or "culturally deprived."

The movement has its spokesmen, and these spokesmen are being listened to by our profession - people like Carl Rogers, John Holt, Jonathan Kozol, Chris Argyris, A. S. Neil, Charles Silberman, and George Leonard - to name a few.

These spokesmen are not talking about accountability in the same way the legislators in Florida and Michigan are.

Argyris[1] for example, has challenged B. F. Skinner sharply in a recent article, arguing that individuals are capable of being autonomous and self-responsible and that Skinner-inspired systems to enforce individual effectiveness may result in man's becoming a "happy salve." Argyris cites a considerable body of evidence which supports the concept that it is possible to build non-manipulative organizational environments based on increasing self-control and which are self-monitoring.

Carl Rogers,[2] in Freedom to Learn, writing from a similar philosophical base, argues for a learning environment in which planning is shared, communications are open, and within which self-evaluation, independence, creativity, and self-reliance are facilitated.

I believe that in education today we must build in our schools accountability systems which are based primarily on the assumption that people are to be trusted - that educators really want to learn how to do their jobs better so that kids will learn more - that kids, if given learning tasks which make sense to them and which they can do successfully, will want to learn. In short, we must build an Argyris-Rogers type of system, not a Bobbitt-Taylor-Skinner type of system.

Skinner[3] has written the following:

"The hypothesis that man is not free is essential to the application of scientific method to the study of human behavior. The free, inner man who is held responsible for his behavior is only a pre-scientific substitute for the kinds of causes which are discovered in the course of scientific analysis. All these alternative causes lie outside the individual."

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(1) Argyris, Chris, "Essay Review of Beyond Freedom and Dignity, by B. F. Skinner," Harvard Educational Review, vol. 41, Nov. 1971, pp. 550-567.
(2) Rogers, Carol, Freedom to Learn, Columbus, Ohio, Charles Merrill Co., 1969.
(3) Skinner, B. F., Science and Human Behavior, New York, Macmillan, 1953, p. 477.

Skinner's view of man does not include a belief in freedom.

It seems to me, if I may be old fashioned for a moment, that our nation was founded on the concept of freedom. I believe in the concept of freedom. I especially believe in this concept in an educational setting. I do not believe in ar educational system such as was proposed by California's Stull Bill, in which everyone, starting with the Governor and proceeding down the heirarchy to the most miserable kid in school, should be controlled and evaluated by his "immediate superior."

I am convinced that the present intent of many of our well-meaning legislators can be subverted. At this early stage in the development of the accountability movement, it is possible to use many of the recommended techniques of planning at the local level to free teachers, pupils, parents, and principals, for greater autonomy. Accountability as a tool is compatible with the Rogers-Argyris point of view.

In Urbana, Illinois, we are operating a small state-funded project designed to demonstrate this belief.

These visuals are designed to illustrate how the Urbana system is expected to function when all of its components are in operation. At present we are completing the second year of a three year project. Most, but not all, of the components I will be describing are presently in operation.

Completed Steps

In this visual (visual 1) I have listed the steps which we have completed. Our district goals are patterned after the state goals but are not exactly the same. Our goals were developed by a citizens' committee which held several workshops and hearings involving hundreds of people. The Board of Education approved the statements, after some modification, about a year ago.

VISUAL

PROCESS

1. DISTRICT GOALS [A] [B] [C] [D] [E] ---> ETC.
2. NEEDS SURVEY
3. BUILDING LEVEL ADVISORY COMMITTEES
4. TWO PILOT SCHOOLS
5. U.E.A. ADVISORY - COMMUNICATIONS GROUP
6. INSERVICE ACTIVITIES
   - SHARED DECISION MAKING
   - PLANNING - EVALUATING
7. PROGRAM GROUPS FORMED
8. DISTRICT ACCOUNTING - BUDGETING SYSTEM MODIFIED

While one committee was developing goals statements another group, with consultant help, conducted a needs survey. This first survey, frankly, raised more questions that it answered. It has been followed by a series of mini-surveys at the building level, a number of PTA-sponsored forums on key issues, and a series of indepth studies on issues by study groups sponsored by our Citizens' Advisory Council.

Each building in our district now has a functioning building level advisory committee. In some, but not all cases, these committees are sponsored by the PTA. These committees are responsible for providing input to the school's staff regarding goals and needs which they perceive as high priority from the point of view of the community. They also serve in an advisory capacity to the principal and his staff as they develop programs related to district-wide goals.

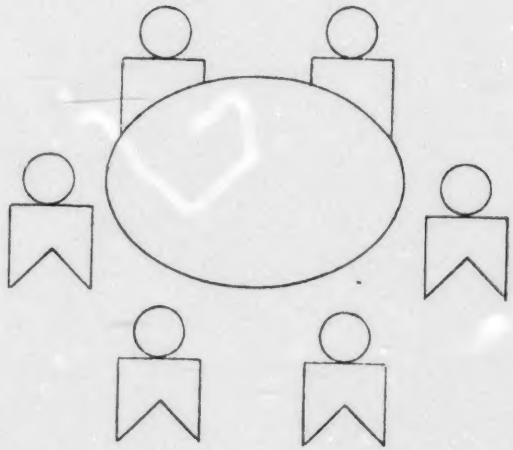
Two pilot schools have been designated to demonstrate to other schools in the district the feasibility of the concept. Both of these schools have been self-selected by the staffs of the school. All program groups in each school have developed program plans and program budgets for 1974-75. Several program groups in schools which are not pilot schools have also developed plans and budgets.

At the suggestion of a consultant from the NEA, we established a communications group composed of teachers representing every building in the district. Thus, ideas which teachers find workable in one building are disseminated to other buildings. This group also advises the Superintendent directly regarding certain controversial aspects of the program.

Inservice activities, conducted by the district's central office staff, experienced teachers, and university consultants, have stressed shared decision-making, planning and evaluating techniques. Teachers are learning how to evaluate the progress of their own program plans.

Program groups have been formed in all of the district's schools.

THE PROGRAM GROUP



GOAL

⇓

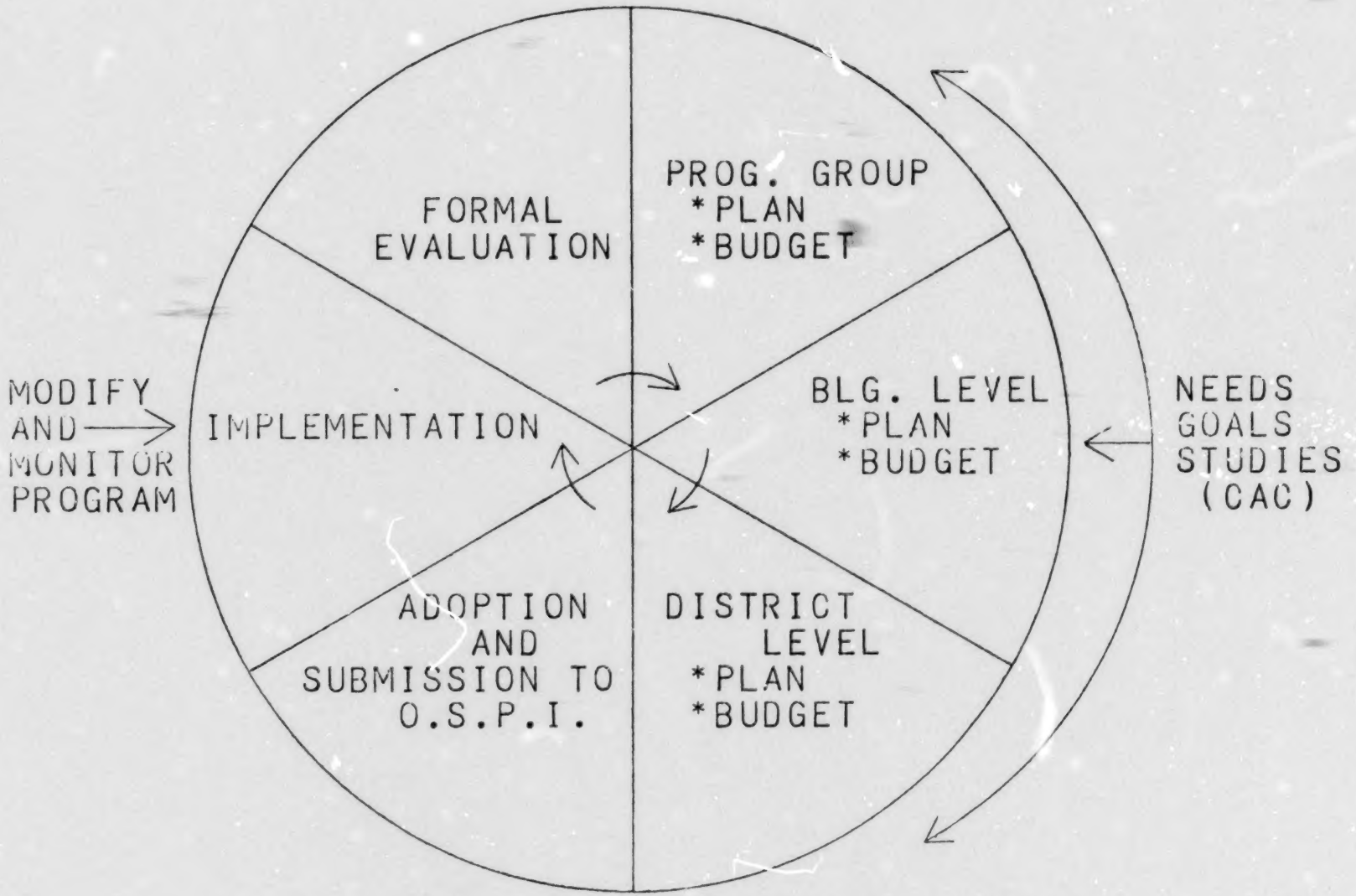
OBJECTIVE

⇓

ACTIVITIES { PLANNING
IMPLEMENTING
EVALUATING

ANY GROUP OF INDIVIDUALS ⇒ SHARING ⇒ { COMMON GOALS
OBJECTIVES
ACTIVITIES

SUMMARY OF PLANNING PROCESS



What Program Groups Do

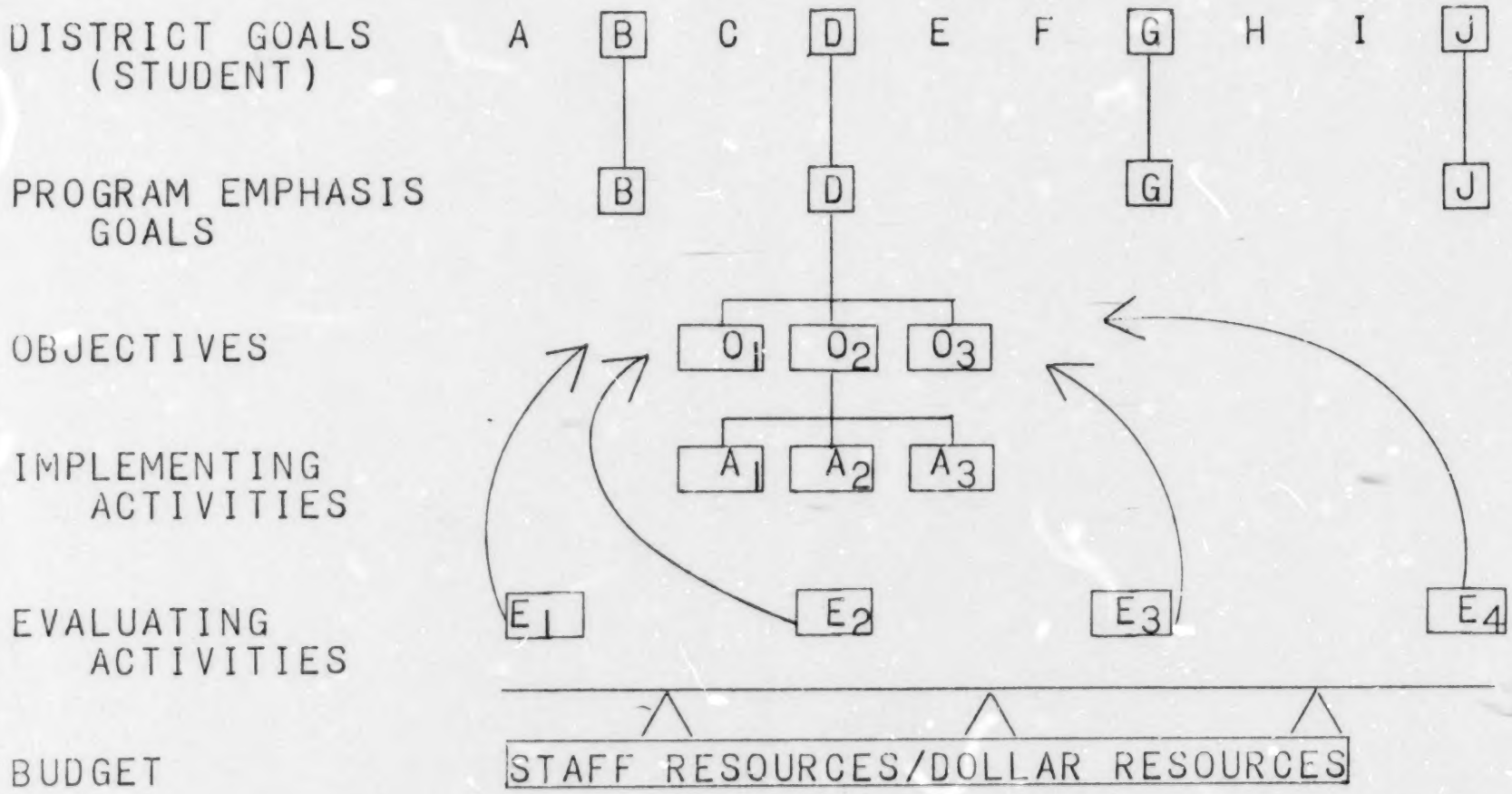
You will recall that we have defined a program group as any group of individuals working together towards common goals and objectives. The primary level teachers at the Leal School, for example, form a program group. Likewise, the staff of the Teacher Learning Center and the teachers in the federally-funded Title VII Project all form program groups.

It is the task of each program group to develop a program plan and a program budget. Accountability is built into the program plan through the definition of objectives and a means of measuring progress towards these objectives. This visual (visual 4) shows four tasks each program group completes as it develops its program plan.

1. From the many district goals, the program group is asked to choose from one to five goals that it wishes to emphasize in the plan this year. This visual shows that the program group has chosen to emphasize district goals B, D. G. and J.
2. For each goal selected, the group is asked to specify one or more specific objectives. These objectives need not be stated in behavioral terms. In fact, they may be system objectives as well as student objectives. For example, "to increase the variety of man pulative math materials available to intermediate level pupils" would be considered a reasonable objective. So would "to decrease the number of discipline problems in the library" or the more usual "to increase the mean reading score for the fourth grade by at least one year as measured by pre and post tests."
3. The group is then asked to describe the activities it proposes to pursue in order to achieve each objective, and
4. It is asked to describe how the results are to be evaluated.

THE PROGRAM PLAN

TRANSLATING DISTRICT GOALS INTO ACTION



The Program Budget

Once the program group has identified its goals, specified objectives, and described its implementing and evaluating activities it is ready to write its budget.

The program budget (visual 5) is submitted in terms of staffing units (full time teacher equivalents) and dollars.

At the beginning of the budgeting process each program group is provided a preliminary allocation of staff and dollars - usually the same allocation as the group had been provided the previous year. Program improvement ideas may be financed either through reallocating amounts already provided or by justifying requests for expenditures above the allotment through the program description.

In most cases the final decision regarding the amount of money and staff available to a program will be made by the principal, with advice from his staff. In our pilot schools, however, this final allocation decision is made by the entire faculty utilizing a shared decision-making model.

Time does not permit me to describe this model. We will, however, be discussing this and other models in a small group session tomorrow. Our experience has been that the development of such a model by a decision-making group is essential to its success.

The Building Level Plan

It is the task of the principal to bring all of the building's program plans together into a building level plan. This plan (visual 6) has five components.

1. A statement of his building's highest priority needs, as he sees them.
2. A description of the system goals he plans to emphasize in his school next year. (e.g., "to improve communications between the administration and community leaders.") and

THE PROGRAM BUDGET

		ALLOCATED	NEEDED ABOVE ALLOCATION
	STAFF (FTE)		
FLEXIBILITY	SUPPLIES		
	MATERIALS		
	EQUIPMENT		
	TRAVEL		
	OTHER		
		$ _____	$ _____

THE BUILDING LEVEL PLAN

PART I	NEEDS	{PRINCIPAL COMMUNITY
PART II	SYSTEM GOALS/PROBLEMS	PRINCIPAL
PART III	OPERATING OBJECTIVES → IMPLEMENTING ACTIVITIES → EVALUATION PLAN	PRINCIPAL
PART IV	CATALOG OF PROGRAMS	PRINCIPAL
PART V	BUILDING LEVEL PROGRAM BUDGET - ALLOCATED - NEEDED BEYOND ALLOCATION	PRINCIPAL

3. A description of how he, the principal, plans to proceed to achieve the goals and solve the problems he sees as being important.

These first three steps of the building level plan form the basis on which the principal's performance is to be evaluated. Principals are evaluated on the degree to which they achieve goals and solve problems perceived by the principal - and the Superintendent - as being significant to the improvement of the school.

Part 4 of the building level plan is merely a compilation of all of the programs submitted by each program group.

Part 5 is the building level budget which the principal submits to central office. This year each building has been given a basic dollar allocation equal to that allowed last year - with minor modifications depending on projected enrollment changes. Likewise, each building has been given a staffing allotment, expressed in full-time teacher equivalents, which has been determined by formula.

The principal is asked to prioritize his building's needs beyond the basic allocations. Should additional funds become available, the Superintendent and the Board may fund building needs which have been given high priority ratings.

Accompanying the building level plan will be the building level budget (visual 7) which summarizes for the district office his allocation of funds to funds to each program unit. It is from this form that the Business Manager builds the district's program budget.

Professional Self-Evaluation System

A moment ago I described how the principal, as he went through the first three steps of writing his building level plan and budget, actually defined his own professional evaluation process.

This visual (visual 8) defines the components of this process in more detail.

BUILDING LEVEL PROGRAM BUDGET

	ALLOCATED		NEEDED ABOVE ALLOCATION	
	STAFF	DOLLARS	STAFF	DOLLARS
PROGRAM A				
SUPPLIES				
MATERIALS				
EQUIPMENT				
TRAVEL				
OTHER				
PROGRAM B				
DITTO				
PROGRAM C				
DITTO				
TOTAL	FTE:___	$_____	FTE:___	$_____

The process, as presently designed, may be used by both teachers and administrators and, in our district, both have used the process successfully. The system, however, does not work well for teachers or administrators who may be considered for demotion or dismissal. It is recommended only for mature, confident professionals who wish to desmonstrate their professionalism through designing and implementing their own evaluation program.

The evaluation document may or may not have, as a basic component, a job description. Such descriptions are more commonly provided by administrators than by teachers.

Professional employees utilizing this system are asked to define their system and self-improvement goals, relate objectives to those goals, define how and when the objectives are to be met, demonstrate that the objectives have been met by providing appropriate documentation, and develop overall evaluative statements and suggestions for future goals.

The employee's immediate supervisor participates in formulating these overall evaluative statements. "Input from others" may include input from parents, teachers, administrators, or pupils at each stage of the process.

The District Level Plan (Visual 9)

The district level program plan is developed by the Superintendent and his staff with advice and assistance from the community. The plan consists of six parts, plus the budget.

Goals

The district level goals are re-evaluated each year by a Citizens' Advisory Committee. The adequacy of the goals is assessed as the committee studies the program plans submitted by the buildings and the results of needs surveys. It may well be, for example, that a goal seen as very important last

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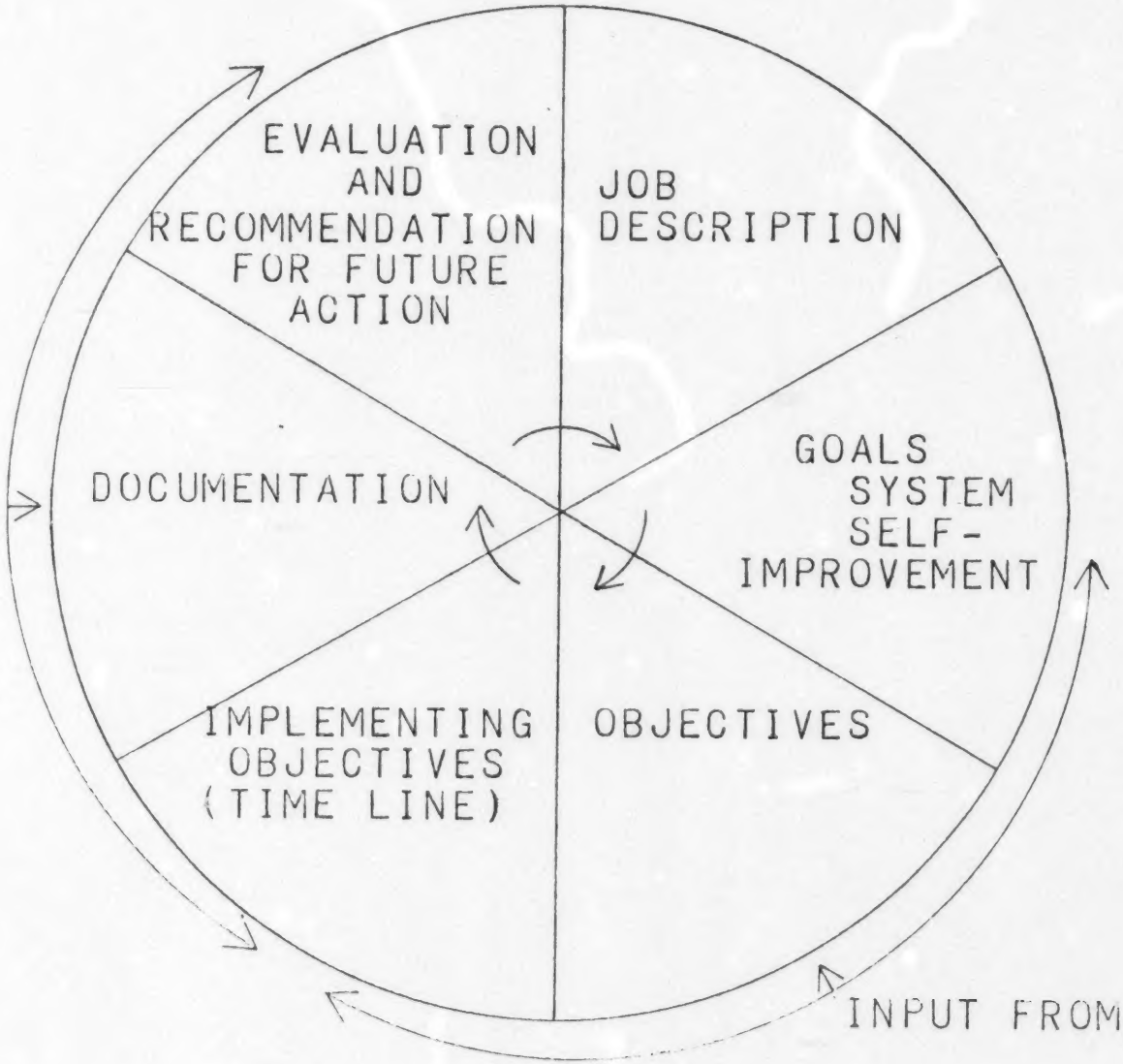
PROFESSIONAL SELF-EVALUATION SYSTEM



THE DISTRICT LEVEL PROGRAM PLAN

PART I	DISTRICT LEVEL STUDENT GOALS	COMMUNITY BOARD
PART II	NEEDS INVENTORY	COMMUNITY
PART III	CATALOG OF PROGRAMS BY BUILDING	SUPERINTENDENT
PART IV	CATALOG OF PROGRAMS BY GOALS	SUPERINTENDENT
PART V	ANALYSIS OF PROGRAM ADEQUACY AND RECOMMENDATIONS	COMMUNITY SUPERINTENDENT BOARD
PART VI	DISTRICT LEVEL SYSTEM GOALS, OBJECTIVES, ACTION PLAN, EVALUATION PLAN	SUPERINTENDENT BOARD
PART VII	DISTRICT LEVEL PROGRAM BUDGET	SUPERINTENDENT BOARD

year by the committee, is seen as a very low priority goal by the public generally. On analyzing the building level plans, the committee may discover that very few program groups have given that goal a high enough priority to make plans to implement it. Given these circumstances, the Advisory Committee may recommend that the goal be dropped, modified, or replaced. Thus, the goals of the district are under constant revision so that they reflect priorities of the overall community and the program groups.

Needs Inventory

A joint PTA-Citizens' Advisory Group has accepted the task of developing a continuous needs inventory. Information for this inventory will come from formal surveys, forums, discussion groups, and the results of studies. The needs inventory is an ongoing process, not a product. It is a means of providing imput into the planning system for every citizen in the district who is willing to fill out a form or attend a public meeting.

Catalogs of Programs

The Superintendent's Office has the responsibility of compiling two catalogs of programs - one catalog is by building. Thus anyone desiring a comprehensive picture of what programs groups are planning in, say the Prairie School, can find all of that school's programs, as developed by the program groups conveniently compiled in the district catalog.

The second catalog is a catalog by goals. Through this catalog, anyone desiring to determine which programs in the district have developed plans to improve the self concept of pupils can find those programs listed under the "Self Concept" goal. Thus, the district's efforts to initiate program improvement regarding any of the district's goals can be assessed.

District Response to the Analysis of Program Adequacy

The task of analyzing program adequacy is a joint one, shared by the Citizens' Advisory Committee, the Superintendent and his staff, and the Board of Education. This analysis is an important part of the district program plan because it is on the basis of this analysis that the district level system goals, objectives, and action plans are determined.

Suppose, for example, that the analysis of program adequacy shows that very little planning is being done by program groups to foster creativity - one of the district's goals. In response to this finding, the Superintendent's office might plan a series of workshops on creativity, make summer grant funds available for program groups desiring to work on that goal, provide, through the Teacher Learning Center, a wide variety of materials for teaching creative thinking, etc. The school system can respond to findings regarding its own inadequacies.

The district level budget is, of course, the expression of program needs in financial terms.

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Perhaps you have noted by this time that this system works both from the bottom up and from the top down. The system has as its basic unit the program group - a group of staff members working with children. It is at this level that the process begins, and it is at this level that the basic decisions regarding goals, objectives, and programs are made. It is also at this level that priorities for expenditures beyond the basic allotments are defined.

At the Superintendent-Board level the progress of the district as a whole towards achieving its goals is assessed. At this level recommendations are made to the Board regarding the shifting of priorities and the modification of goals. Final budgetary allocations are, of course, made by the Board on

recommendation of the Superintendent. The system I have just described, however, allows such recommendations to be made on the basis of study and analysis instead of on the basis of local office politics, community politics, whim, or fancy.

The district level part of this system is not yet fully functioning. We expect to have our first catalogs of programs and analyses of program adequacy ready by September.

The building level part of the system is, however, operating very well in most of our schools.

I realize that this is a complex system and that it is not possible to describe it adequately in a brief presentation such as this. There will be opportunities for further discussion of the system at other sessions and on an individual basis.

We are, however, far enough along in the development of this system to report that systems of this type are feasible. It <u>is</u> possible for a district to develop a system of accountability which defines appropriate roles for lay citizens, pupils, teachers, administrators, and the Board of Education. It is not necessary for this job to be imposed upon us from the state level through mandates requiring statewide assessments, competency-based teacher certification plans, pre-manufactured planning and evaluating formats, and the like. Nor do we need anyone from the state level pointing out our needs. With help from our lay citizens we can do this for ourselves.

What <u>is</u> needed from the state level is some expertise and some money so that we can work with our own teachers and administrators.

We need help from the state level in training members of our profession to plan and evaluate more systematically what we are doing. Given this help we can become accountable. We can make program plans for improving our schools and we can

demonstrate that these plans work. We can organize a school district so that it is accountable to its citizens.

Who builds an accountability system that works? Teachers and administrators do, with the help of lay citizens at the building and district level. State departments of education and legislatures don't. All they have to do is support us and we will do the job.